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ABSTRACT

The Community Education Conference for School Superintendents which took place at Cuyahoga Community College on October 11, 1977, is described and summaries of the speeches are presented. The purpose of the conference was to enable school superintendents and community college personnel to consider ways of delivering community educational services. Dr. Helen Ellison stressed the need for closer cooperation and mutual planning among various public institutions and agencies within the Greater Cuyahoga County Region. Dr. Mario Fantini reviewed the past, present, and future of community education. Dr. Jack Minzey examined a community education project with national implication. Mike Collins highlighted the role of the Ohio State Department of Education in facilitating linkage. Dr. Wayne Rodehorst stressed the need for educators to recognize their role in meeting the needs and providing services in a people-oriented manner. Henry Doll spoke of the Gund Foundation's role in promoting leadership and action in community education. Paul W. Patton presented a slide-tape show highlighting Project Open Door. Suzanne Fletcher spoke about community education from a national perspective. (MB)

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CONFERENCE SUMMARY

NORTHEASTERN OHIO
COMMUNITY EDUCATION CONFERENCE
ON
COMMUNITY COLLEGE/
SCHOOL SYSTEM COOPERATION
for
School Superintendents and Community College Personnel

Edited by

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Metropolitan Campus

Cuyahoga Community College

Sponsored in cooperation with the

Northeastern Ohio Community Education Resource Group and the

National Center for Community Education

American Association of Community and Junior Colleges

OCTOBER 11, 1977

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PREFACE

Community Education is a process which theoretically focuses on the total educational resources and needs of a community. If the community education process were implemented, the irrelevant boundaries which we sometimes impose on learning would be eliminated, and learning would be sought by persons of different ages from different kinds of educational institutions, and in a variety of learning settings.

We have been extremely fortunate in Northeastern Ohio to have a combination of favorable factors emerge simultaneously to stimulate cooperative planning and programming between community colleges and school systems. Some of those factors are discussed in the succeeding section. As we reflect on our own development, I believe that information on how to link school systems and community colleges on a regional basis may be helpful to persons in other parts of the country as well as to participants of the Conference.

The issues addressed by the speakers, panelists, and participants reflect a range of concerns from turf and territorial questions to philosophical issues such as self-determination in community education. Fantini, Minzey, Fletcher and Ellison discussed some of the reciprocal benefits of school system and community college cooperative programming that they have seen from a national perspective. They also indicated some potential difficulties involved in such efforts. Similar concerns were addressed by Collins, Doll, Kliminski and Rodehurst.

The school superintendents, community college personnel and other participants brought realistic local concerns and insights as the basis for shaping future cooperative efforts in Northeastern Ohio localities.

The Northern Ohio Community Education Resource Group provided the resources for development and implementation of the Conference. Continued support from Suzanne Fletcher, Director of the National Center for Community Education, including several visits and financial support, encouraged me to believe our effort had national significance. Dr. Rae Rohfeld provided help in implementing the Conference along with support staff from the college. In addition, Dr. Rohfeld made the Conference Summary feasible by compiling and editing the draft from the audio tapes.

The measure of success for the Northeastern Ohio regional efforts will be reflected in joint programming between the colleges and school systems. A number of specific program steps have been taken; systematic and comprehensive efforts may yet be developed. It is my belief that the Conference has already stimulated new programming while giving visibility to existing cooperative efforts.

It is my hope that these Proceedings may help encourage other regional efforts and help stimulate further development in Ohio.

Brian Donnelly, Ph.D.
Dean, Community Educational Services
Metropolitan Campus
Cuyahoga Community College
March 1978

HOW THE CONFERENCE CAME ABOUT

The Community Education Conference for School Superintendents took place at the Metropolitan Campus of Cuyahoga Community College on October 11, 1977 with the shared sponsorship of:

The American Association of Community and Junior Colleges.

Cuyahoga Community College (Eastern, Western and Metropolitan Campuses)

The George Gund Foundation

The Greater Cleveland Superintendents Association

Kent State University

Lakeland Community College

Lorain County Community College

The Ohio State Department of Education

Project Open Door (Bedford City Schools)

The purpose of the conference was to enable school superintendents and community college personnel to consider together cooperative ways of delivering community educational services.

The organization of the conference was itself an example of cooperative programming. The process which brought about the conference began when two major projects devoted to promoting community education came into contact. One project was the National Center for Community Education of the American Association of Community and Junior Colleges, directed by Suzanne Fletcher. Through this project, Dr. Brian Donnelly, Dean of Community Educational Services at Cuyahoga Community College, Metropolitan Campus, received a Mott Foundation Community Education Grant. One objective of his grant proposal was to initiate collaboration between Northeastern Ohio school systems and community colleges which would enable the group to identify areas for joint programming and to initiate steps to implement the plans.

The other effort was the Cleveland-based Gund Foundation's program to encourage local school districts to experiment with community education. Henry Doll, the Gund Foundation Program Officer for this project, and Dean Brian Donnelly met to discuss possibilities for linking the Gund Foundation community education endeavor and the AACJC project. As a result of the meeting, the Gund Foundation invited Cuyahoga Community College (three campuses), Lakeland Community College, Lorain County Community College, and several local school districts to send representatives for a discussion of ways to encourage collaborative community education. Suzanne Fletcher came from Washington to represent AACJC in this meeting. The Group decided to plan a conference for the purposes of bringing people together, sensitizing school personnel to community education and its relationship to the community colleges, and determining next steps for establishing joint programs.

Each sponsoring organization contributed representatives to the steering committee which met several times to identify key issues and speakers who could address the issues. As the plans took shape, each member of the committee took on a specific responsibility in order to implement them. Thus, the conference itself was an example of cooperation in identifying a specific educational need and jointly delivering a program to meet the need.

THE CONFERENCE SPEAKERS: A SUMMARY OF THE PRESENTATIONS

Dr. Nolen Ellison, Chancellor of Cuyahoga Community College, extended an official welcome to the conference participants. In his remarks, Dr. Ellison stressed the need for closer cooperation and mutual planning among various public institutions and agencies within the Greater Cuyahoga County Region. The need for such cooperative efforts results from increased demands to accomplish more with fewer resources. Specific focus was on continuing needs in public school education and in institutions of higher learning in Cuyahoga County regarding expanding adult education concerns, the use of media resources, and the continuing requirements to meet the needs of non-traditional clientele including the elderly, the disadvantaged, and the increasing adult populations in the County.

The increased attention in Cuyahoga County and in neighboring counties to community education was cited as a necessary catalyst for stronger interinstitutional cooperation. Reflections on changing societal needs and future requirements possess the greatest challenge for educational administrators in the years ahead. The establishment of appropriate forums for dialogue, between and among institutional administrators with policy as well as operational responsibilities for the delivery of educational programs and services, will require careful attention.

Dr. Ellison acknowledged the participation of the national staff from the American Association of Community and Junior Colleges, as well as the leadership work of Kent State University in making this conference possible. Dr. Brian Donnelly, Dean of Community Services at CCC-Metro Campus, was cited for his special role in bringing the group together.

Dr. Mario Fantini, Dean, School of Education, University of Massachusetts, gave the keynote address. He declared that everyone is for cooperation in education, but in the past, too few followed through. Institutions had expanding populations and expanding resources and were busy holding everything together. Now the population and resources are declining, and cooperation is almost essential for survival. Meetings like this one set the stage for a legitimate way to connect and avoid conflict. We have to step back, look at what's happening, and guide the future.

All past social revolutions (such as those in technology, in communications) have changed peoples' lives, aspirations, and needs. Now almost all Americans say that, next to health, quality education is most essential for survival in this society. Society is developing new policies as a result of new needs.

We are close to saying that education is a fundamental right, regardless of age, and that one is entitled to it because one is a citizen. (An important step in this direction is P.L. 94142 which provides the right of education to the handicapped.) This concept of the right to education will affect the way we structure ourselves to deliver education to everyone. Higher education will be included in this reexamination. All elements of the structure—who the learners are; where, when, and how education will take place—will be up for review. Community colleges have pioneered in the effort to deal with these issues.

From its inception, public education has responded to community needs. Colonial families in New England banded together to protect their children from "that old deluder, Satan." They said, "We have to assure reading so we can have access to the Bible in order to fight 'that old deluder, Satan.'" Ever since then we have been adding on to the public schools in order to meet new needs. When the immigrants came, we added acculturation; when we got

automobiles, we added driver education; when manpower changes occured, we added vocational education, and so on. The school is a community-based center which grew through a system of add-ons.

Now we have institutions that are unwieldly, duplicative and divisive. The public says that even though the schools reach 70% of the people, we have to educate 100%. We have seen the development of accountability, the concept of educational malpractice, other new ideas. Our structures are not meant to deal with these. It's not clear now that the schools can actually deliver quality education. Some people say we've asked the schools to deliver too much—that we should go back to basics, to the training of the intellect.

We have to reconceptualize the delivery of educational services. When we wanted to go to the moon, we asked, "What do we need to get there?" No one said, "Give us a DC-10 with a few more engines tacked on." Only a kamikaze pilot would try to reach the moon in a DC-10. Yet in education we have the equivalent of a DC-10 with extra engines.

People want quality and they want it delivered equally and efficiently. We can go two ways. Either we can go "back to basics" or we can say, "Talents need to be developed, roles need to be developed—maybe we should do these cooperatively." Can the schools lead in the transformation of the school system to an educational system? We are not sure what the role of the educator would be in this transformation. Are we the chief orchestrators, linking up with other resources? If so, who will be held accountable?

The current crisis can become an opportunity. Here we have a group of people trying to make schools work. How can we, together, increase the delivery of education and offer more options to people?

We can:

1. Take an inventory of all resources in the community which can serve educational needs; social services, museums, business, etc.
2. Conduct a cooperative needs assessment: For example, determine together whether there are needs for services to special students, for literacy development, for the development of talents, etc.
3. Compare resources and needs—see how to connect them.

We can harness resources in new or better ways. For example, to deal with literacy problems, we can mount an intensive tutorial program using college students as tutors; they will receive college credit and faculty supervision. We can ask the State Highway Patrol to be responsible for driver education, the art centers and museums to deliver arts education. All this would occur under the supervision of educators whose role would be to protect the interests of the individual learners.

We must diversify education and provide more options. If we standardize according to one set of norms in order to bring people into the mainstream, it will hamper us. If we want all people to have opportunities, we cannot have classifications of 'winners' and 'losers' based on our norms. We have assumed that there is a right and a wrong way to teach. But some people learn things one way, some another. If we teach all one way, all cannot be winners. The safety valves of the past are closed; those who can't learn the way we teach become disruptive. We need alternatives in **public education**—Montessori teaching, competitive settings, non-competitive settings, and so forth.

The public schools can go "back to basics" and continue with "schooling;" for new needs we will create new contexts. Or we can take inventory together and pool resources without divisiveness. You in this region have an excellent reputation; others will look to what you do to solve these problems.

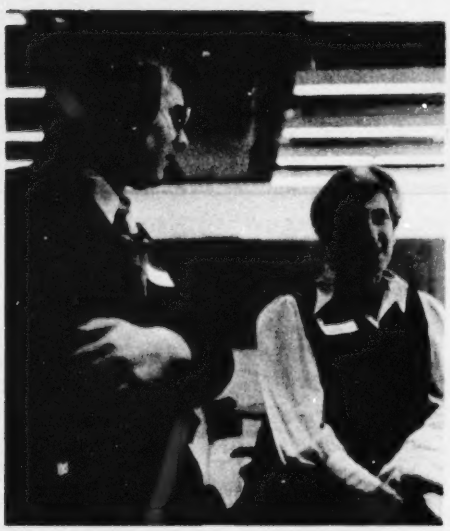
For further elaboration of his ideas, see the following articles by Dr. Fantini:

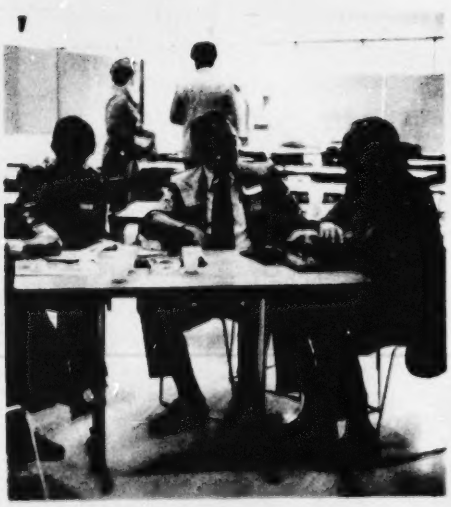
"Towards a Redefinition of American Education", in a forthcoming issue of *Educational Leadership*

"From School System to Educational System", *Phi Delta Kappan*, September, 1975

"Alternative Learning Environments Based on Community Resources", presented at a conference at Texas A & M University and available from the author

PANELISTS





Dr. Jack Minzey, Director of the Center For Community Education, Eastern Michigan University, spoke from the perspective of the director of a specific project having national implications. He described a collaborative community education project which he, Cheryl Willett*, and Gunder Myran developed at Washtenaw Community College with an AACJC grant.

Early in the project they established a steering committee composed of representatives from the Center for Community Education at Eastern Michigan University, Washtenaw Community College, and the local school districts of the county. They started by assuming they would divide up services and clients. After agonizing over how to accomplish this division, they came to another conclusion. They decided to define the relationships among them and to design cooperative efforts based on those relationships. They saw there were more problems than any one of them could deal with alone. Surveys have shown that when any service is offered, only 10% of the potential clients are reached. Clearly they would have to reach further than any of them had in the past.

The group began to describe the job of each institution and to define how members could capitalize on each other's resources. In the process they learned several lessons which can benefit others:

1. It was important to recognize what everyone does. The community college did not understand what community education in a local school district was, and the schools did not recognize what community services in a local community college were.

2. The Project should have been about how community colleges deliver community education through a public school. It started out to be about how we develop and promote community college programs and services. The difference in defining the Project caused many problems.

3. Friction occurred between different institutions, including many arguments over turf. A neutral is needed in such instances. When the public schools and community colleges began working together, the university turned out to be the neutral.

**Ms. Willett developed a model for a cooperative community college/school system approach with an AACJC/Mott Community Education Fellowship with Myran and Minzey.*

The Project ultimately showed that community colleges and community education in school districts are a good match in delivering community services. The best way for community colleges to provide community services is to have indigenous groups in local districts identify problems and make referrals. The local schools serve this purpose well.

Susan McGough, Lorain County Community College, with conference guests.

Mr. Mike Collins, Coordinator of Community Education, Department of Education, State of Ohio, highlighted the role the State Department can take in facilitating linkage. He stressed that the educators present must take leadership; then his office can assist.

Mr. Collins reiterated that the schools need to identify and react to community needs. They need to eliminate the perception of disenfranchisement held by the population and to reexamine aspects of the "public" role in public institutions.

Dr. Wayne Rodehorst, President of Lakeland Community College, observed that community colleges developed in response to comunity needs just as Harvard and the land grant colleges had developed in earlier periods of our history. The particular needs to which community colleges responded led the colleges to tap new resources for education. Because they required occupational instructors they went to professionals and asked them to train their students. Now about 40% of Lakeland's faculty members are practitioners.

When community colleges were developing, public school educators were afraid that the new colleges would take over all adult education. In Lake County an advisory committee of college personnel and school superintendents conducted an occupational survey in the community which showed that the needs were too great for this to occur. This discovery opened the way for more cooperation. The community college and the schools then joined to produce one publication concerning all the continuing education opportunities offered in the county.

Educators now have to decide what they really do. A comparison of the fates of the Gerber Baby Food Company and the Pennsylvania Railroad illustrates two directions open to educators. The Gerber people saw that the baby population was declining and began selling life insurance. The Pennsylvania Railroad said, "We are railroaders. . ." — they didn't even recognize they were in the transportation business. Educators have to say, "We're in the people service business"; that will enable us to meet needs and provide services for more effective delivery of education.

L to R - Dr. Fantini; Rondle Edwards, Superintendent of the East Cleveland School District; Leonard Kraft, Asst. Dean for Curriculum and Instruction, Cuyahoga Community College, East; and Richard Viering, Superintendent of Bedford City Schools and President, Greater Cleveland Superintendents Association.

Henry Doll, Program Officer, the Gund Foundation, spoke of the Foundation's role in promoting leadership and action in community education—especially in ways that encourage cooperation among institutions. Community education encourages inter-institutional communication and cooperation, enables greater citizen participation, is an effective method for planning, and may produce some cost savings in schools and in local government. It's a good idea, but it depends on good leaders to make it happen. Leadership is a function of time, values, and political opportunities. There may be too many other demands on school superintendents, such as the energy problem, levies to pass, the back to basics movement, which prevent them from providing the necessary leadership.

The Gund Foundation is trying to encourage experimentation with the community education concept. If your district is in a position to respond, we would encourage you to apply to us. The project will continue through 1980.

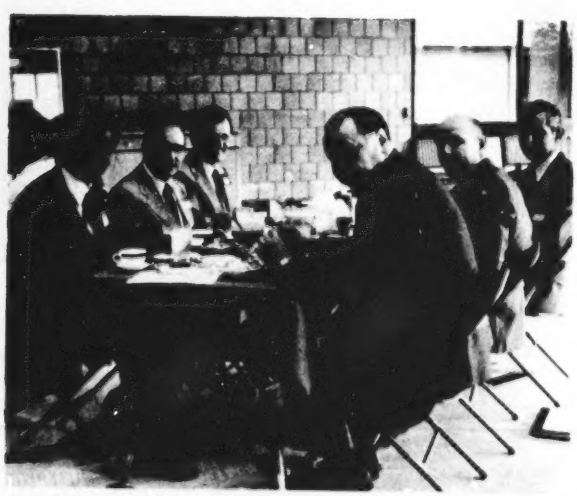
Dr. George Kliminski, Director of the Community Education Center, Kent State University, concluded the panel discussion with an assessment of needs for the future of community education. Community education is a complex and elusive concept which tries to deal with change.

Population statistics show the necessity of developing community education. In one system, a study showed that K-12 children came from 23% of the homes in the district. TIME reported that 51% of the people taking college credit courses were over 25 years of age. Thus, the population for education is primarily outside traditional school ages.

We need:

1. a systems approach to deal with community problems;
2. a system of communications between people, institutions, and agencies;
3. leadership for the total community; and
4. identification of things for which a variety of institutions are responsible (shared management). So far, no one has been willing to assume accountability for the things that must happen; we have to develop this.

Paul W. Patton, Principal of Bedford's Central Elementary School, presented a slide-tape show highlighting Project Open Door, a cooperative community education project of the Bedford City Schools and Cuyahoga Community College, East, under the leadership of Mr. Patton and Ms. Joyce Daunch from the School System, and Dean Eugene Malone and Mr. Ken Urvan from the College.



Representatives of the Greater Cleveland Superintendents Association.

Suzanne Fletcher, Director of the National Community Education Center, AACJC, spoke about community education from a national perspective. She provided a framework for thinking about the development of community education based on an analogy with immigration theory.

One can view the pattern of immigration to this country in terms of the way identity issues were handled by different generations. The first generation of immigrants who arrived in the United States from abroad lived apart from the mainstream of American life. They settled in clusters and were very different from other Americans. In the second generation, the children of these immigrants left the cluster as soon as possible. Their need was to find a way to blend with the rest of the population. For the third generation, however, the need to blend was not imperative. They sought to find their heritage and to deal with the ways they were like other Americans and the ways they were not. By the fourth generation, "super-ethnics" often appeared.

Likewise, community colleges have gone through different stages. The original two year institutions were spawned from K-12 schools and became grades 13-14. The school superintendents were responsible for them, and their purpose was to help more people go to college. They didn't blend with anything else. In the second generation, the two year institutions separated from the school systems. They wanted to be part of the college system and were called "junior colleges." Campuses were developed, and a language grew which enabled them to blend with higher education.

Now we see a third generation of two year institutions which are increasingly known as "community colleges." They have campuses, but they are campuses open to anyone. Providing the first two years of a four year program is only one role. They also offer career training, counseling, and community service. More of these colleges now are saying, "Here's the campus, but the total community (not just the campus population) needs to be served." Community colleges are secure enough to say, "We're an entity of our own. We're not the same as K-12 schools or four year colleges, but there are some things we can do together."

Community schools can also be viewed through three generations. In the first generation, which came in the 1930's, Michigan factory town leaders thought they could use the schools more effectively than had been the case if they opened the buildings for adult recreation and other activities. A new nomenclature developed as people came along who were not viewed as part of the school and whose job was to find out what the community needed. The second generation of community schools came in the late '40's and '50's when educators said the community school program should be integrated with the school staff, and program personnel should be responsible to the principal. In the third generation, which began in the '60's, we hear more about community education, not community schools. The community school is only **part** of the delivery system for community education; no institution is comprehensive enough to provide it all. Today we are talking about community education which involves community colleges, public schools, universities, and other agencies. It takes a certain amount of security to work toward collaboration.

UNIVERSITY OF CALIF.
LOS ANGELES

JAN 12 1979

CLEARINGHOUSE FOR
JUNIOR COLLEGES

L to R - Dr. Fantini; Suzanne Fletcher, Director, National Center on Community Education, AACJC; Dr. Brian Donnelly; and Dr. George Kliminski, Director, Community Education Center, Kent State University.

The AACJC's Center for Community Education exists to encourage such collaboration between public school districts and community colleges. These two institutions have expanded and will either collide or find ways to meet needs together. Much of the Center's work is with other centers for Community Education, such as the one at Kent State University, to help them become aware of the role of community colleges.

One activity of the AACJC Center was to survey over 2,000 community colleges to learn about their roles in community service/community education, as they reported them. Responses came from 67% of the colleges, and 84% of these reaffirmed a strong commitment. Interpretations of what constituted support for community services ranged from simply having no prohibition to having Board of Trustees support. With respect to the number of people the colleges were serving, 19% of them estimated that they reached less than one percent of the public. Only 13% reported serving more than 10% of the people. This is why the community colleges are trying to serve more broadly.

Many of the responding colleges reported working cooperatively with other agencies. Only one-third reported formal agreements, but many more said they had informal arragements for cooperation. Those colleges that reported having agreements with community schools also reported having them with other agencies.

Last year, the Center for Community Education held regional meetings designed to do what this meeting is doing—to promote cooperation between community colleges and public schools. This year the intent is to work within states on the collaboration institutions can accomplish which is consistent with state legislation. We are finding that community colleges have many names for same thing—adult education, continuing education, community services, and community education—and that we need to find a vocabulary so everyone understands the same thing by the same word.

As this effort to define common needs and common interests goes on, it is also necessary to identify role differences—both those which are mandated and those which result from the nature of the institutions. We hope to develop new roles for institutions and the individuals in them—not just a neutral division of turf, but roles based on who can do what best in order to meet community needs.

Across each of these states, commissions are being established to look at the educational system with these issues in mind. In one state, a task force is working on legislative efforts to aid collaboration; in two other states, groups are working on position papers for state board of education endorsement. The Center hopes, through these various efforts, to move from having "a good idea" to implementing many good ideas.

As a final comment, Ms. Fletcher reported that she had reviewed proposals for 1977 Federal Community Education grants, and she wanted to share some of her observations. In many proposals, the need assessment sections were weak; most just provided census reports. The sponsors were supposed to show evidence of collaboration with other agencies—most of them sent patent letters of support. Very few of them said, "These are the ways we will work with the agency if funding becomes available." There was generally little evidence of community support.

The National Center for Community Education at AACJC will be happy to share the materials and information it has acquired. Many educators want to know about community education models in use elsewhere. The Center has a monograph of four case studies on collaboration. It has also put together samples of community college board policy statements and cooperation agreements. Finally, the Center printed Conference Proceedings from its regional conference last year. The National Center for Community Education is there to share what it has—everyone is invited to participate in its mission of encouraging educational linkage.

Henry Doll, Program Officer of the Gund Foundation (2nd from left) talks with Supt. Edwards (far left), Mario Fantini, and guest.

School Superintendents and Community College personnel participating in Conference session.